H. R. 3196

To amend the Public Health Service Act to expand the scope of information required for the data bank on clinical trials of drugs, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

June 30, 2005

Mr. Waxman (for himself, Mr. Markey, Mr. Brown of Ohio, Ms. Schakowsky, Mr. Gene Green of Texas, Mr. Allen, Mr. George Miller of California, Mr. Pallone, Mr. Berry, Ms. Slaughter, Mr. Stupak, Mr. McDermott, Mr. Hinchey, Mr. Frank of Massachusetts, Mr. Oberstar, Mr. Andrews, Mr. Meeks of New York, Mr. Delahunt, Mr. McNulty, Mr. Berman, Mr. Wexler, Ms. Woolsey, Ms. Herseth, Mr. McGovern, Mr. Grijalva, Mr. Sanders, Mr. Weiner, Mr. Conyers, Mr. Kucinich, Mr. Kennedy of Rhode Island, Mr. Olver, and Mr. Abercrombie) introduced the following bill; which was referred to the Committee on Energy and Commerce

A BILL

To amend the Public Health Service Act to expand the scope of information required for the data bank on clinical trials of drugs, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Fair Access to Clinical
- 5 Trials Act".

1 SEC. 2. CLINICAL TRIALS DATA BANK.

- 2 (a) IN GENERAL.—Title IV of the Public Health
- 3 Service Act (42 U.S.C. 281 et seq.) is amended—
- 4 (1) in section 402, by striking subsection (j);
- 5 and
- 6 (2) by inserting after section 402 the following
- 7 section:

8 "SEC. 402A. CLINICAL TRIALS DATA BANK.

- 9 "(a) IN GENERAL.—
- 10 "(1) Data Bank.—The Secretary, acting
- through the Director of NIH, shall establish, main-
- tain, and operate a data bank of information on clin-
- ical trials (including premarket and postmarket
- trials) for drugs, biological products, and devices.
- The activities of the data bank shall be integrated
- and coordinated with related activities of other agen-
- 17 cies of the Department of Health and Human Serv-
- ices, and to the extent practicable, coordinated with
- other data banks containing similar information.
- 20 "(2) Consultation.—The Secretary shall es-
- tablish the data bank after consultation with the
- 22 Commissioner of Food and Drugs, the directors of
- 23 the appropriate agencies of the National Institutes
- of Health (including the National Library of Medi-
- cine), and the Director of the Centers for Disease
- 26 Control and Prevention.

1	"(b) Collection and Dissemination of Informa-
2	TION.—
3	"(1) Collection.—In carrying out subsection
4	(a), the Secretary shall collect, catalog, store, and
5	disseminate the information described in such sub-
6	section.
7	"(2) Inclusion of submitted informa-
8	TION.—All information on clinical trials required in
9	this section to be submitted to the Secretary shall be
10	included in the data bank as soon as practicable
11	after the Secretary receives the information, subject
12	to the provisions of this section.
13	"(3) DISSEMINATION.—The Secretary shall dis-
14	seminate information in the data bank through in-
15	formation systems, which shall include toll-free tele-
16	phone communications available to members of the
17	public, to health care providers, and to researchers.
18	"(c) Trials Subject to Requirements.—
19	"(1) Trials of safety and effective-
20	NESS.—All clinical trials, whether federally funded
21	or privately funded, conducted to test the safety or
22	effectiveness (including comparative effectiveness) of
23	a drug, biological product, or device (whether clinical

trials of approved products or unapproved products)

1	are subject to the requirements of this section, ex-
2	cept as provided in paragraph (2).
3	"(2) Exceptions.—The requirements of para-
4	graph (1) do not apply to any of the following:
5	"(A) A clinical trial to determine the safe-
6	ty of a use of a drug if the trial is designed
7	solely to detect major toxicities in the drug or
8	to investigate pharmacokinetics, except that the
9	requirements of such paragraph do apply if the
10	trial is designed solely to investigate pharmaco-
11	kinetics in a special population or populations.
12	"(B) A small clinical trial to determine the
13	feasibility of a device, or a trial to test proto-
14	type devices where the primary focus is feasi-
15	bility.
16	"(3) CERTAIN TRIALS.—The data bank may in-
17	clude information on a clinical trial described in sub-
18	paragraph (A) or (B) of paragraph (2) with the con-
19	sent of the responsible person for the trial.
20	"(4) Rule of construction.—This section
21	may not be construed as applying to any classified
22	information (as defined in subsection (l)).
23	"(d) Required Information.—
24	"(1) Registration of Trial.—

1	"(A) In General.—Before commencing a
2	clinical trial that is subject to subsection $(c)(1)$,
3	the responsible person for the trial shall register
4	the trial with the Secretary. Such a registration
5	shall be in such form and be submitted in such
6	manner as the Secretary requires, and shall in-
7	clude the following information:
8	"(i) The medical condition being stud-
9	ied.
10	"(ii) A scientific title for the trial that
11	includes the name of the intervention, the
12	condition, and the outcome being studied.
13	"(iii) A statement of whether the trial
14	has undergone research ethics review. The
15	statement shall provide the date on which
16	approval was obtained pursuant to such re-
17	view, or shall provide that such review is
18	pending. In the case of a pending review,
19	when approval is obtained, the responsible
20	person shall provide an update that pro-
21	vides the date of the approval.
22	"(iv) The anticipated start date for
23	the trial.

1	"(v) The purpose of the trial, includ-
2	ing a statement of the interventions and
3	comparisons involved.
4	"(vi) The eligibility criteria for par-
5	ticipation in the clinical trial.
6	"(vii) The funding source or sources
7	of the trial.
8	"(viii) A statement that—
9	"(I) identifies the product as an
10	unapproved product or as an approved
11	product, as applicable; and
12	"(II) in the case of an approved
13	product, identifies the trial as inves-
14	tigating the approved use of the prod-
15	uct or an unapproved use of the prod-
16	uct, as applicable.
17	"(ix) The estimated completion date
18	for the trial. For purposes of this section,
19	the term 'completion date' means the date
20	of the final collection of data from subjects
21	in the trial for the outcomes described in
22	clause (vi).
23	"(x) A description of the primary and
24	secondary outcomes to be examined in the
25	trial, the time at which the primary and

1	secondary outcomes will be assessed, and
2	the dates and details of any revisions to
3	such outcomes.
4	"(xi) A statement of the hypothesis
5	being tested in the trial.
6	"(xii) The total number of subjects
7	anticipated to participate in the trial.
8	"(xiii) Contact information for the
9	person to whom scientific inquiries regard-
10	ing the trial should be made.
11	"(xiv) Information on—
12	"(I) study design;
13	$"(\Pi)$ methods;
14	"(III) study phase; and
15	"(IV) study type.
16	"(xv) If the trial will test the effec-
17	tiveness of the use of a product with re-
18	spect to a serious or life-threatening dis-
19	ease or condition, the additional informa-
20	tion described in subparagraph (B)(i).
21	"(xvi) With respect to an individual
22	who is not an employee of the responsible
23	person for the trial or of the manufacturer
24	of the product involved, information on any
25	agreement that the responsible person or

1	manufacturer has entered into with such
2	individual that restricts in any manner the
3	ability of the individual to—
4	"(I) discuss the results of the
5	trial at a scientific meeting or any
6	other public or private forum; or
7	"(Π) publish the results of the
8	trial, or a description or discussion of
9	the results of the trial, in a scientific
10	or academic journal.
11	"(xvii) After the initial submission of
12	the registration, periodic updates to reflect
13	changes to information provided under this
14	subparagraph. Such updates—
15	"(I) shall be provided not less
16	frequently than once every six months
17	until information on the results of the
18	trial is submitted under paragraph
19	(2)(A) or a waiver is provided under
20	paragraph (2)(D); and
21	"(II) shall identify the dates on
22	which the changes were made.
23	"(B) Serious or life-threatening dis-
24	EASES —

"(i) In general.—For a clinical tria
that will test the effectiveness of the use of
a product with respect to a serious or life
threatening disease or condition, the addi
tional information referred to in subpara
graph (A)(xv) is the following:
"(I) A brief summary of the trial
provided in lay language.
"(II) A description of the local
tion of trial sites and the start date of
the trial.
"(III) A point of contact for indi
viduals desiring to enroll as subject
in the trial, including a single point of
contact for all trial sites.
"(IV) The status of the trial with
respect to the enrollment of subjects
stated for the trial in general and fo
individual trial sites.
"(V) Information that may b
available—
"(aa) under a treatment in
vestigational new drug applica
tion, or a treatment investiga
tional device exemption, that ha

1	been submitted to the Secretary
2	under section 561(c) of the Fed-
3	eral Food, Drug, and Cosmetic
4	Act (relating to expanded access
5	protocols); or
6	"(bb) as a Group C cancer
7	drug (as defined by the National
8	Cancer Institute).
9	"(ii) Formatting for general
10	PUBLIC.—The information provided under
11	clause (i) shall be in a format that can be
12	readily accessed and understood by mem-
13	bers of the general public, including pa-
14	tients seeking to enroll as subjects in clin-
15	ical trials.
16	"(C) Labels of Approved Products.—
17	If a clinical trial registered under subparagraph
18	(A) is investigating an approved product and
19	the label for such product is included on the
20	Internet site of the Food and Drug Administra-
21	tion, the information in the data bank con-
22	cerning the trial shall include an electronic link
23	to such label for individuals accessing the data
24	bank through the Internet.

"(D) UNIQUE IDENTIFIER.—The Secretary shall assign to each clinical trial registered under subparagraph (A) a unique identifier for purposes of the data bank. The Secretary shall seek to ensure that such identifiers comply with international standards for identifying clinical trials.

"(E) Modifications regarding required information in requirements under such clauses may be modified by the Secretary, and additional requirements for the provision of information in registrations under such subparagraph may be established by the Secretary, in order to ensure the nonmisleading disclosure of important information from clinical trials.

"(2) Submission of results of trial.—

"(A) IN GENERAL.—The responsible person for a clinical trial that is subject to subsection (c)(1) shall provide to the Secretary information described in subparagraph (B) on the results of the trial, subject to subparagraph (D). The information shall be provided in the form of a structured abstract and in such man-

1	ner as the Secretary may require, in a form not
2	likely to mislead or distort the results.
3	"(B) Information.—For purposes of sub-
4	paragraph (A), the information described in
5	this subparagraph on the results of a clinical
6	trial is the following:
7	"(i) The actual completion date of the
8	trial and the reasons for any difference
9	from such actual date and the estimated
10	completion date submitted pursuant to
11	paragraph (1)(A)(ix), or, if the trial is ter-
12	minated prior to completion, the termi-
13	nation date and reasons for such termi-
14	nation.
15	"(ii) Primary and secondary out-
16	comes, presented succinctly as quantitative
17	data and as tests of hypotheses.
18	"(iii) Information on the number and
19	type of significant adverse events in sub-
20	jects that may be associated with the prod-
21	uct involved, including such events for
22	which a causal relationship has not been
23	established.
24	"(iv) A citation to each covered article
25	published in a peer-reviewed scientific or

1	academic journal. An article published in
2	such a journal is a covered article for pur-
3	poses of this clause if—
4	"(I) the article discusses the re-
5	sults of the trial;
6	"(II) the responsible person or
7	the principal investigator for the clin-
8	ical trial contributed to the article;
9	and
10	"(III) MEDLINE includes a ci-
11	tation to the article.
12	"(v) A description of the process used
13	to review the results of the trial, including
14	a statement about whether the results have
15	been peer reviewed by reviewers inde-
16	pendent of the sponsor.
17	"(vi) If the trial is investigating an
18	unapproved product or an unapproved use
19	of an approved product, a statement, as
20	appropriate, displayed prominently at the
21	beginning of information in the data bank
22	concerning the trial, that the Food and
23	Drug Administration—
24	"(I) is currently reviewing an ap-
25	plication for approval of such product

1	or use to determine whether the use is
2	safe and effective;
3	"(II) has disapproved an applica-
4	tion for approval of such product or
5	use;
6	"(III) has reviewed an applica-
7	tion for approval of such product or
8	use but the application was withdrawn
9	prior to approval or disapproval; or
10	"(IV) has not reviewed or ap-
11	proved such product or use as safe
12	and effective.
13	"(vii) If data from the trial has not
14	been submitted to the Food and Drug Ad-
15	ministration, an explanation of why it has
16	not been submitted.
17	"(viii) A statement providing such in-
18	formation on the protocol for the trial as
19	may be necessary to evaluate the results of
20	the trial. Criteria issued by the Secretary
21	under subsection (k) shall include criteria
22	regarding information that is required for
23	purposes of such statements.
24	"(ix) In the group of subjects receiv-
25	ing the product, and in each comparison

1	group of subjects, the percentage of indi-
2	viduals who ceased participation as sub-
3	jects and the reasons for ceasing participa-
4	tion.
5	"(x) Basic demographic information
6	on subjects.
7	"(xi) With respect to an individual
8	who is not an employee of the responsible
9	person for the trial or of the manufacturer
10	of the product involved, information (to the
11	extent not submitted under paragraph
12	(1)(A)(xvi) on any agreement that the re-
13	sponsible person or manufacturer has en-
14	tered into with such individual that re-
15	stricts in any manner the ability of the in-
16	dividual to—
17	"(I) discuss the results of the
18	trial at a scientific meeting or any
19	other public or private forum; or
20	"(II) publish the results of the
21	trial, or a description or discussion of
22	the results of the trial, in a scientific
23	or academic journal.
24	"(xii) After the initial submission of
25	information on the results, periodic up-

1	dates to reflect changes in the information
2	submitted pursuant to this subparagraph.
3	Such updates—
4	"(I) shall be provided not less
5	frequently than once every six months
6	during the 10-year period beginning
7	on the date on which information on
8	the results is due under subparagraph
9	(C)(i); and
10	"(II) shall identify the dates on
11	which the changes were made.
12	"(C) DUE DATE FOR RESULTS.—
13	"(i) In general.—Information re-
14	quired under subparagraph (A) on the re-
15	sults of a clinical trial shall be submitted
16	to the Secretary—
17	"(I) not later than one year after
18	the earlier of—
19	"(aa) the estimated comple-
20	tion date of the trial, as sub-
21	mitted under paragraph
22	(1)(A)(ix); or
23	"(bb) the actual completion
24	date of the trial, or the actual
25	date of the termination of the

1	trial before completion, as appli-
2	cable; or
3	"(II) by such later date as may
4	apply under an extension under clause
5	(iii).
6	"(ii) Reports regarding due date
7	IN EXCESS OF THREE YEARS.—If the due
8	date under clause (i) for information on
9	the results of a clinical trial is a date that
10	is more than three years after the date on
11	which the trial was registered under para-
12	graph (1)(A), the following applies:
13	"(I) Upon the expiration of such
14	three-year period, the responsible per-
15	son for the trial shall submit to the
16	Secretary a report that describes the
17	progress being made toward submis-
18	sion of the results.
19	"(II) For each one-year period
20	that lapses after the submission of the
21	report under subclause (I), the re-
22	sponsible person shall submit to the
23	Secretary an additional report that
24	describes such progress, except that

1 no report is required und	ler this sub-
2 clause after such due date	
3 "(iii) Extensions.—	
4 "(I) IN GENERAL	—The Sec-
5 retary may provide an o	extension of
6 the due date under clause	(i)(I) for in-
7 formation on the results	of a clinical
8 trial if the responsible pe	erson for the
9 trial submits to the Secre	etary a writ-
ten request that demons	strates good
cause for the extension a	and provides
an estimate of the date of	on which in-
formation on the results	will be sub-
mitted. More than one su	ch extension
may be provided by the S	Secretary for
the clinical trial involved.	
17 "(II) EXTENSIONS	REGARDING
JOURNAL PUBLICATION.—	-
19 "(aa) Article i	UNDER CON-
20 SIDERATION FOR	PUBLICA-
21 TION.—With respect	to the sub-
22 mission of informatio	on on the re-
sults of a clinical tri	ial, the Sec-
retary shall under s	subclause (I)
provide an extensi	ion of 18

1	months after the due date under
2	clause (i)(I) (or if such an exten-
3	sion previously has been pro-
4	vided, 18 months beginning upon
5	the expiration of the most recent
6	extension) if—
7	"(AA) the request
8	under such subclause dem-
9	onstrates that an article pro-
10	viding the information de-
11	scribed in subparagraph (B)
12	has been submitted to a
13	peer-reviewed scientific or
14	academic journal for which
15	references are included in
16	MEDLINE, and the request
17	demonstrates that the article
18	is being considered by the
19	journal for publication; and
20	"(BB) such request is
21	made before the expiration
22	of the one-year period de-
23	scribed in clause (i)(I) (or if
24	such an extension previously
25	has been provided, before

1	the expiration of the most
2	recent extension).
3	"(bb) Article Accepted
4	FOR PUBLICATION.—If the re-
5	sponsible person for a clinical
6	trial has received an extension
7	under item (aa) regarding the
8	trial, the Secretary shall provide
9	an additional extension of six
10	months, beginning upon the expi-
11	ration of such first extension, if
12	the person demonstrates to the
13	Secretary, before the expiration
14	of the first extension, that the ar-
15	ticle involved has been accepted
16	for publication by a journal re-
17	ferred to in such item.
18	"(ee) Publication during
19	PERIOD OF EXTENSION.—With
20	respect to an extension under
21	item (aa) or (bb), if during the
22	period of extension the article in-
23	volved is published in a journal
24	referred to in item (aa)—

"(AA) 1 the extension 2 terminates upon publication 3 of the article; and "(BB) the due date 4 under clause (i) regarding 6 the clinical trial involved be-7 comes the date of such pub-8 lication. 9 "(D) Waivers regarding results of 10 TRIAL.—With respect to the requirement under 11 subparagraph (A) to submit to the Secretary in-

TRIAL.—With respect to the requirement under subparagraph (A) to submit to the Secretary information on the results of a clinical trial, the Secretary may waive the requirement upon a written request to the Secretary by the responsible person for the trial if the Secretary determines that extraordinary circumstances justify the waiver and that providing the waiver is in the public interest or consistent with the protection of the public health. The Secretary shall ensure that information on each such waiver is included in the data bank.

"(3) UPDATES; TRACKING OF CHANGES IN SUB-MITTED INFORMATION.—The Secretary shall ensure that updates submitted to the Secretary under paragraphs (1)(A)(xvii) and (2)(B)(xii) do not result in

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1 the removal from the data bank of the original sub-2 missions or of any preceding updates, and that in-3 formation in the data bank is presented in a manner 4 that enables users to readily access each original 5 submission and to track the changes made by the 6 updates. 7 "(e) Enforcement.— 8 "(1) Effect of failure to provide infor-9 MATION.—In the case of a clinical trial that is sub-10 ject to subsection (c)(1): "(A) Subject to paragraph (2), if the Sec-11 12 retary determines that with respect to the trial 13 the responsible person is not in compliance with 14 requirements under subsection (d) to submit in-15 formation to the Secretary, the following ap-16 plies: "(i) Such person is subject to a civil 17 18 penalty in accordance with paragraph (3). 19 "(ii) The person is, during the period 20 of such noncompliance, ineligible for any 21 award from the Secretary of a grant, coop-22 erative agreement, or contract for the con-23 duct of any trial that is subject to sub-

section (c)(1), including all current awards

1	for such trials, except that such period of
2	ineligibility may not exceed five years.
3	"(iii) The person is subject to the
4	sanction described in paragraph (4) (relat-
5	ing to the investigational use of products)
6	if the noncompliance is serious or repeated.
7	"(B) The submission to the Secretary of
8	information under subsection (d) that is false or
9	misleading constitutes noncompliance for pur-
10	poses of subparagraph (A).
11	"(2) Procedures regarding noncompli-
12	ANCE.—
13	"(A) NOTICE OF NONCOMPLIANCE.—With
14	respect to a clinical trial that is subject to sub-
15	section (c)(1), if the Secretary determines that
16	the responsible person involved has not sub-
17	mitted information to the Secretary in accord-
18	ance with subsection (d), the Secretary—
19	"(i) shall transmit to such person a
20	notice specifying the required information
21	and stating that the person will be subject
22	to applicable sanctions referred to in para-
23	graph (1)(A) if the information is not sub-
24	mitted to the Secretary within 90 days

1	after the date on which the notice is trans-
2	mitted;
3	"(ii) shall through the notice inform
4	the person that under subsection (h) the
5	person is being identified in the data bank
6	as a noncompliant person; and
7	"(iii) shall through the notice inform
8	the person of the provisions of paragraph
9	(8).
10	"(B) Failure to correct noncompli-
11	ANCE.—Upon the expiration of the 90-day pe-
12	riod beginning on the date on which the Sec-
13	retary transmits a notice under subparagraph
14	(A) to a responsible person, the Secretary shall
15	impose on such person the sanctions referred to
16	in clauses (i) and (ii) of paragraph (1)(A) if the
17	information involved has not been submitted to
18	the Secretary, except that the Secretary may
19	elect not to impose such a sanction or sanctions
20	if the Secretary determines that the noncompli-
21	ance involved is not serious or repeated.
22	"(3) Amount of civil penalty; hearing
23	PROCEDURES.—With respect to a civil penalty im-
24	posed under paragraph (1)(A)(i) on a responsible
25	person:

"(A) The amount of the penalty shall be not more than a total of \$15,000 for all violations adjudicated in a single proceeding in the case of an individual, and not more than \$10,000 per day until the violation is corrected in the case of any other person, except that if the person is a nonprofit entity the penalty may not exceed a total of \$15,000 for all violations adjudicated in a single proceeding.

"(B) The provisions of paragraphs (3) through (5) of section 303(f) of the Federal Food, Drug, and Cosmetic Act apply to the imposition of such a penalty to the same extent and in the same manner as such provisions apply to a penalty imposed under such section 303(f).

"(4) ELIGIBILITY FOR INVESTIGATIONAL USE EXEMPTIONS.—In any case in which the noncompliance referred to in paragraph (1)(A) is serious or repeated, the Secretary may, upon the expiration of the 90-day period beginning on the date on which the Secretary transmits a notice under paragraph (2)(A) to the responsible person involved, consider such person to be ineligible for any future exemptions under section 505(i) or 520(g) of the Federal

Food, Drug, and Cosmetic Act for any investigation until the violation is corrected, except that such period of ineligibility may not exceed five years. The Secretary may impose such sanction only after notice and an opportunity for a hearing, unless a hearing regarding such noncompliance is held pursuant to paragraph (3) and through such hearing the Secretary determines that the noncompliance was serious or repeated.

"(5) Failure to submit information on Results; requirement of reports.—In any case in which the noncompliance referred to in paragraph (1)(A) is a failure to submit to the Secretary information on the results of the trial by the due date under subsection (d)(2)(C)(i), the Secretary shall order the responsible person to submit to the Secretary periodic reports on the progress being made toward submission of information on the results, which reports shall be submitted not less frequently that once each year until the information is submitted to the Secretary.

"(6) RULE OF CONSTRUCTION.—With respect to a responsible person who is subject to a sanction referred to in paragraph (1)(A), this subsection may not be construed as providing that any other person

1 associated with the clinical trial involved is subject 2 to the sanction.

"(7) Use of funds.—

"(A) IN GENERAL.—The Secretary shall deposit the funds collected under paragraph (1)(A) into an account and use such funds, in consultation with the Director of the Agency for Healthcare Research and Quality, to fund studies that compare the clinical effectiveness of two or more treatments for a disease or condition.

"(B) Funding decisions.—The Secretary shall award funding under subparagraph (A) based on a priority list established not later than six months after the date of enactment of the Fair Access to Clinical Trials Act by the Director of the Agency for Healthcare Research and Quality and periodically updated as determined appropriate by the Director.

"(8) DISCLOSURE OF CERTAIN INFORMA-TION.—In the case of a responsible person to whom a notice under paragraph (2) has been transmitted, if such person has not submitted the information involved to the Secretary by the expiration of the 180day period beginning on the date on which the notice was transmitted to the person, the following applies:

1	"(A) Notwithstanding section 301(j) of the
2	Federal Food, Drug, and Cosmetic Act, section
3	1905 of title 18, United States Code, subsection
4	(j)(4)(C)(ii) of this section, or any other provi-
5	sion of law, the Secretary shall begin disclosure
6	through the data bank of the definitions of the
7	primary and secondary outcomes for the clinical
8	trial involved unless the definitions have already
9	been disclosed pursuant to subsection
10	(j)(4)(C)(ii).
11	"(B) Notwithstanding section 301(j) of the
12	Federal Food, Drug, and Cosmetic Act, section
13	1905 of title 18, United States Code, or any
14	other provision of law, if the responsible person
15	is the manufacturer or a distributor of the
16	product involved, the Secretary shall through
17	the data bank disclose information on the prod-
18	uct that—
19	"(i) is required to be submitted under
20	subsection (d); and
21	"(ii) is included in any FDA applica-
22	tion for the product (as defined in sub-
23	section (l)) that the responsible person has
24	submitted to the Secretary.

1	"(f) Trials Conducted Outside United
2	STATES.—
3	"(1) In general.—If a covered person submits
4	to the Secretary an FDA application for a product
5	(as defined in subsection (l)), and one or more of the
6	investigations presented to the Secretary by such
7	person for purposes of the document are covered for-
8	eign investigations, the person is subject to a civi
9	penalty—
10	"(A) in any case in which information or
11	the investigation has not, as of the date or
12	which the application is submitted to the Sec-
13	retary, been submitted to the data bank to the
14	same extent as would have been required as of
15	such date under subsection (d) if the investiga-
16	tion had been subject to subsection (c)(1); and
17	"(B) in any case in which, after such date
18	information on the investigation is not sub-
19	mitted to the data bank to the same extent as
20	would be required if the investigation were sub-
21	ject to subsection (c)(1).
22	"(2) Procedures.—The provisions of para-
23	graphs (2), (3), (6), and (7) of subsection (e) apply
24	to a civil penalty under paragraph (1) to the same

1	extent and in the same manner as such provisions
2	apply to a civil penalty under subsection $(e)(1)(A)$.
3	"(3) Definitions.—With respect to an FDA
4	application for a product, for purposes of this sub-
5	section:
6	"(A) The term 'covered foreign investiga-
7	tion' means an investigation that was not con-
8	ducted in any of the States and was not subject
9	to subsection $(e)(1)$.
10	"(B) The term 'covered person' means the
11	person who was the principal investigator or the
12	responsible person for any of the covered for-
13	eign investigation or investigations involved.
14	"(g) Labeling and Advertisements.—-
15	"(1) In general.—If a person disseminates la-
16	beling, or an advertisement or other descriptive
17	printed matter, for an approved product for human
18	use and the labeling, advertisement, or other matter
19	refers to an investigation that is not subject to sub-
20	section $(c)(1)$, and if the person was the principal in-
21	vestigator or the responsible person for the inves-
22	tigation, the person is subject to a civil penalty—
23	"(A) in any case in which information on
24	the investigation has not, as of the date on
25	which the labeling, advertisement, or other mat-

ter enters the market, been submitted to the
data bank to the same extent as would have
been required as of such date under subsection
(d) if the investigation had been subject to subsection (c)(1); and

"(B) in any case in which, after such date, information on the investigation is not submitted to the data bank to the same extent as would be required if the investigation were subject to subsection (c)(1).

"(2) PROCEDURES.—The provisions of paragraphs (2), (3), (6), and (7) of subsection (e) apply to a civil penalty under paragraph (1) to the same extent and in the same manner as such provisions apply to a civil penalty under subsection (e)(1)(A). "(h) Public List of Noncompliant Responsible Persons.—In any case in which a notice of noncompliance is submitted to a person under subsection (e)(2)(A), (f)(2), or (g)(2), the Secretary shall include with the information in the data bank that concerns the clinical trial involved a statement, prominently displayed, that such person has not reported information to the data bank as required by law, which statement shall remain in the data bank until the information involved is submitted to the

Secretary. For purposes of the preceding sentence, the

Secretary shall maintain a list of noncompliant persons that is available to the public. 2 3 "(i) COMPLIANCE AUDITS.— 4 "(1) In General.—The Secretary shall con-5 duct periodic audits of responsible persons for clin-6 ical trials that are subject to subsection (c)(1) in 7 order to determine whether such persons have sub-8 mitted information as required in subsection (d), in-9 cluding determining whether any of the information 10 is false or misleading. 11 "(2) Priority.—In conducting audits under 12 subparagraph (A), the Secretary shall give priority to responsible persons for clinical trials who have at 13 14 any time been included on the list under subsection 15 (h), taking into account the number and severity of the violations involved. 16 17 "(j) General Provisions.— 18 "(1) AUTHORITY OF SECRETARY.— 19 "(A) Inclusion of STATEMENTS TO 20 AVOID MISINTERPRETATIONS.—The Secretary 21 may include in the data bank such statements 22 as the Secretary determines to be appropriate 23 to assist the public in avoiding misinterpreta-

tions of information in the data bank. State-

ments under the preceding sentence may in-

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clude statements regarding the data bank in
general and statements regarding particular
items of information submitted to the data
bank. The Secretary may not under the preceding sentence alter any information as submitted.

"(B) FALSE OR MISLEADING INFORMA-

- "(B) False or misleading information.—If the Secretary determines that information presented or cited in the data bank is false or misleading, the Secretary shall, promptly after making such determination, identify in the data bank the information as false or misleading (as applicable), and shall, to the extent practicable, include in the data bank an accurate version of the information. The Secretary shall in addition make appropriate public notification.
- "(2) Limitation on disclosures.—This section may not be construed as authorizing the disclosure of information through the data bank if—
 - "(A) such disclosure would constitute a clearly unwarranted invasion of personal privacy; or
- 24 "(B) such information concerns a method 25 or process which as a trade secret is entitled to

1	protection within the meaning of section 301(j)
2	of the Federal Food, Drug, and Cosmetic Act.
3	"(3) Institutional review boards.—The
4	Secretary shall amend part 46 of title 45, Code of
5	Federal Regulations, and parts 50, 56, and 812 of
6	title 21 of Code, to provide as follows:
7	"(A) That the functions of institutional re-
8	view boards under such parts include—
9	"(i) determining whether clinical trials
10	that are subject to subsection $(c)(1)$ are
11	registered under subsection (d)(1)(A); and
12	"(ii) denying the approval of the
13	boards for such trials that are not so reg-
14	istered.
15	"(B) That any approval of an institutional
16	review board regarding such a trial is not effec-
17	tive under such parts if the trial is not so reg-
18	istered.
19	"(C) That upon request of an institutional
20	review board for such a trial, the Secretary will
21	provide to the board a copy of the registration
22	for the trial under subsection $(d)(1)(A)$ (which
23	copy will be the registration as submitted to the
24	Secretary, together with all updates to the reg-
25	istration).

1	"(4) Disclosure of information.—
2	"(A) IN GENERAL.—The Secretary shall
3	disseminate information in the data bank
4	through an Internet site or sites under subpara-
5	graph (B) and through any other means deter-
6	mined appropriate by the Secretary. Informa-
7	tion required in this section to be submitted to
8	the Secretary shall not be considered confiden-
9	tial commercial information or trade secrets,
10	notwithstanding any other provision of law.
11	"(B) Internet sites.—
12	"(i) In General.—The Secretary
13	shall operate one or more searchable Inter-
14	net sites for purposes of presenting to cli-
15	nicians and researchers, and to patients
16	seeking to enroll as subjects in clinical
17	trials, information in the data bank. The
18	Secretary shall ensure that—
19	"(I) such a site, or a portion of
20	a site, is designed specifically for use
21	by clinicians and researchers; and
22	"(II) such a site, or a portion of
23	a site, is designed specifically for use
24	by patients seeking to enroll as sub-
25	jects in clinical trials.

1	"(ii) Relation to certain inter-
2	NET SITE.—The Secretary shall ensure
3	that the Internet site or portion thereof op-
4	erated under clause (i)(II) includes infor-
5	mation of the type that was available or
6	ClinicalTrials.gov as of the day before the
7	date of the enactment of the Fair Access
8	to Clinical Trials Act (relating to serious
9	or life-threatening diseases). This section
10	may not be construed as requiring the Sec-
11	retary to terminate or alter
12	ClinicalTrials.gov, or as prohibiting the
13	Secretary from terminating or altering
14	such site.
15	"(C) REGISTRATION INFORMATION; DATE
16	OF DISCLOSURE.—In the case of information
17	regarding a clinical trial that is submitted to
18	the Secretary under subsection (d)(1), disclo-
19	sures of the information through the data bank
20	shall, subject to subsection (e)(8), begin in ac-
21	cordance with the following:
22	"(i) All such disclosures shall begin
23	promptly after the registration involved is
24	submitted to the Secretary, other than dis-

1	closure of the definitions of the primary
2	and secondary outcomes.
3	"(ii) Disclosure of the definition of
4	the primary and secondary outcomes shall
5	begin at the same time as disclosure of the
6	results of the trial begin under subpara-
7	graph (D)(i), unless the responsible person
8	for the trial requests earlier disclosure, or
9	unless the Secretary requires earlier disclo-
10	sure pursuant to subparagraph (E)(ii).
11	"(D) RESULTS OF TRIAL; DATE OF DIS-
12	CLOSURE.—
13	"(i) In general.—In the case of in-
14	formation regarding a clinical trial that is
15	submitted to the Secretary under sub-
16	section (d)(2)(A), disclosures of the infor-
17	mation through the data bank shall begin
18	promptly after the information is sub-
19	mitted to the Secretary, subject to clause
20	(ii).
21	"(ii) Waiver regarding results
22	OF TRIAL.—In the case of information on
23	waivers that is contained in the data bank
24	under subsection (d)(2)(D), disclosures of
25	the information through the data bank

1	shall begin promptly after the waiver is
2	provided.
3	"(E) Study regarding date for dis-
4	CLOSURE OF PRIMARY AND SECONDARY OUT-
5	COMES; AUTHORITY OF SECRETARY.—
6	"(i) In General.—The Secretary, in
7	consultation with appropriate government
8	agencies, shall conduct a study to deter-
9	mine whether the delay in disclosure of the
10	definitions of the primary and secondary
11	outcomes under clause (ii) of subparagraph
12	(C), relative to the timing of disclosures
13	under clause (i) of such subparagraph, is
14	consistent with the protection of the public
15	health. Not later than three years after the
16	date of the enactment of the Fair Access
17	to Clinical Trials Act, the Secretary shall
18	complete the study and submit to the ap-
19	propriate committees of the Congress a re-
20	port describing the findings of the study.
21	"(ii) Authority of Secretary.—If
22	on the basis of the study under clause (i)
23	the Secretary determines that the delay re-
24	ferred to in such clause is not consistent
25	with the protection of the public health,

the Secretary shall by regulation establish an earlier date for disclosures of the definitions referred to in such clause, which date may not be earlier than the date of disclosures under subparagraph (C)(i). A final rule shall be issued under the preceding sentence not later than one year after the date on which the report under clause (i) of this subparagraph is submitted to the appropriate committees of the Congress.

"(5) Limitation on use of information.—
Information on a clinical trial that is disclosed through the data bank, including information disclosed under subsection (e)(8), may not be used by a person other than the responsible person for the trial (or an entity acting with the permission of such person) as part of any FDA application (as defined in subsection (l)) unless the information is available in accordance with law from a source other than the data bank.

"(6) Submission format and technical standards.—

"(A) IN GENERAL.—The Secretary shall, to the extent practicable, accept submissions required in subsection (d) in an electronic format and shall establish interoperable technical
standards for such submissions.

"(B) Consistency of standards.—To the extent practicable, the standards established under subparagraph (A) shall be consistent with standards adopted by the Consolidated Health Informatics Initiative (or a successor organization to such Initiative) to the extent such Initiative (or successor) is in operation.

"(7) Trials not involving drugs, biological products, or devices.—The Secretary shall establish procedures and mechanisms to allow for the voluntary submission to the Secretary of information described in subsection (d)(2)(B) on clinical trials that are not subject to subsection (c)(1). Information received by the Secretary under this paragraph shall be included in the data bank. In any case in which it is in the interest of public health, the Secretary may require that information on such trials be submitted to the Secretary. Failure to comply with such a requirement shall be deemed to be a failure to submit information as required under this section, and the appropriate remedies and sanctions under this section shall apply.

1	"(8) Award for conduct of clinical trial;
2	COMPLIANCE COSTS AS DIRECT COSTS.—In admin-
3	istering an award of a grant, contract, or coopera-
4	tive agreement that is subject to subsection $(c)(1)$,
5	the Secretary shall consider the costs of complying
6	with requirements under this section as part of the
7	direct costs of conducting the clinical trial involved.
8	"(k) Criteria.—The Secretary shall establish cri-
9	teria regarding compliance with this section.
10	"(1) Definitions.—For purposes of this section:
11	"(1) The term 'approved product' means a
12	product that is approved, licensed, or cleared for
13	commercial distribution under section 505, 510(k),
14	or 515 of the Federal Food, Drug, and Cosmetic Act
15	or under section 351 of this Act.
16	"(2) The term 'approved use', with respect to
17	an approved product, means a use that is an ap-
18	proved, licensed, or cleared use of the product under
19	a provision of law referred to in paragraph (1).
20	"(3) The term 'biological product' has the
21	meaning given such term in section 351.
22	"(4) The term 'classified', with respect to infor-
23	mation, means information on matters referred to in

section 552(b)(1)(A) of title 5, United States Code.

1 "(5) The term 'clinical trial', with respect to a 2 product, means a clinical investigation within the 3 meaning of section 505(i) of the Federal Food, 4 Drug, and Cosmetic Act (in the case of drug), or 5 within the meaning of section 520(g) of such Act (in 6 the case of a device), as applicable, except that such 7 term does not include such an investigation that does not prospectively assign human subjects to 8 9 intervention or comparison groups to study the caus-10 al relationship between a medical intervention and 11 an outcome. 12 "(6) The term 'data bank' means the data bank 13 under subsection (a). 14 "(7) The term 'device' has the meaning given 15 such term in section 201(h) of the Federal Food,

- Drug, and Cosmetic Act.
- "(8) The term 'drug' has the meaning given such term in section 201(g)(1) of the Federal Food, Drug, and Cosmetic Act. Such term includes a biological product.
- "(9) The term 'FDA application', with respect to a product, means each of the following:
- 23 "(A) An application or report submitted to 24 the Secretary for the purpose of seeking a deci-25 sion by the Secretary for the product to become

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1	an approved product (as defined in paragraph
2	(1)). Such term includes a supplement to such
3	an application or report.
4	"(B) An application for an exemption
5	under section 505(i) or 520(g) of the Federal
6	Food, Drug, and Cosmetic Act (relating to in-
7	vestigational use).
8	"(10) The term 'MEDLINE' means the biblio-
9	graphic electronic data base of references to journal-
10	published articles that is operated by the National
11	Library of Medicine and is designated by such Li-
12	brary as the Medical Literature, Analysis, and Re-
13	trieval System Online.
14	"(11) The term 'postmarket', with respect to a
15	clinical trial to investigate a product, means a clin-
16	ical trial that is conducted after the product has be-
17	come an approved product.
18	"(12) The term 'product' means a drug, biologi-
19	cal product, or device.
20	"(13) The term 'responsible person', with re-
21	spect to a clinical trial that is subject to subsection
22	(c)(1), has the following meaning, as applicable:
23	"(A) In any case in which an application
24	has with respect to the trial been submitted for
25	an exemption under section 505(i) or

1	520(g)(2)(A) of the Federal Food, Drug, and
2	Cosmetic Act, such term means the entity who,
3	within the meaning of such section, is the spon-
4	sor of the trial.
5	"(B) In any case in which such an applica-
6	tion has not been submitted, such term means
7	the entity who is or will be providing the largest
8	share of the monetary support for the trial
9	(without regard to any in-kind support for the
10	trial), subject to the following:
11	"(i) If the Federal Government or a
12	State is or will be providing the largest
13	share, such term means the principal in-
14	vestigator for the trial.
15	"(ii) If a nonprofit private entity is or
16	will be providing the largest share, such
17	term means the principal investigator for
18	the trial in any case in which such entity
19	and investigator have jointly certified to
20	the Secretary that the investigator will be
21	the responsible person for purposes of this
22	section.
23	"(iii) If two or more entities provide
24	equal monetary support for the trial and

no other entity provides a greater amount

of monetary support, such term means each of the entities providing such equal support, other than the Federal Government or a State.

- "(iv) Notwithstanding clauses (i) through (iii), if an entity submits to the Secretary a written request to be the responsible person for purposes of this section, such term means that entity in any case in which the Secretary determines that the entity is responsible for conducting the trial, has access to and control over the data, has the right to publish the results of the trial, and has the responsibility to meet all of the requirements under this section that are applicable to responsible persons.
- 18 "(14) The term 'unapproved product' means a 19 product that is not an approved product.
- 20 "(15) The term 'unapproved use', with respect 21 to an approved product, means a use that is not an 22 approved use.
- 23 "(m) AUTHORIZATION OF APPROPRIATIONS.—For 24 the purpose of carrying out this section, there are author-25 ized to be appropriated such sums as may be necessary

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- 1 for fiscal year 2005 and each subsequent fiscal year. Fees
- 2 collected under section 736 or 738 of the Federal Food,
- 3 Drug, and Cosmetic Act shall not be used in carrying out
- 4 this section.".
- 5 (b) Applicability.—With respect to section 402A of
- 6 the Public Health Service Act (as added by subsection (a)
- 7 of this section):
- 8 (1) Subject to paragraphs (2) and (3), such 9 section 402A applies to all clinical trials that are 10 commenced on or after the date of the enactment of 11 this Act, or are in progress as of such date, to the
- extent the trials are described in subsection (c)(1) of
- such section and not within an exception under sub-
- section (c)(2) of such section.
- 15 (2) For purposes of paragraph (1), such section
- 402A applies to a trial that is in progress only if the
- final data collection from subjects in the trial on the
- primary outcome has not been completed as of the
- date of the enactment of this Act. Such a trial be-
- comes subject to such section upon the expiration of
- 21 30 days after such date of enactment, except that
- registration information required pursuant to sub-
- section (d)(1) of such section is due upon the expira-
- tion of such 30 days.

1 (3) The Secretary of Health and Human Serv-2 ices (referred to in this paragraph as the "Sec-3 retary") shall establish procedures and mechanisms to allow for the voluntary submission to the Sec-5 retary of information described in subsection 6 (d)(2)(B) of such section 402A on clinical trials that 7 were completed prior to such date of enactment, or 8 were in progress as of such date but not subject to 9 paragraph (2). Information received by the Sec-10 retary under this paragraph shall be included in the 11 data bank. In any case in which it is in the interest 12 of public health, the Secretary may require that in-13 formation on such trials be submitted to the Sec-14 retary. Failure to comply with such a requirement 15 shall be deemed to be a failure to submit informa-16 tion as required under such section, and the appro-17 priate remedies and sanctions under such section 18 shall apply.

- (4) Definitions applicable to such section 402A apply for purposes of this subsection.
- 21 (c) Rule of Construction Regarding Prior
- 22 Provision.—With respect to the data bank program
- 23 under section 402(j) of the Public Health Service Act as
- 24 in effect on the day before the date of the enactment of
- 25 this Act:

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- 1 (1) Subsection (a) shall be construed as a 2 transfer and modification of the program, and not as 3 the termination of the program and the establish-4 ment of a different program.
- 5 (2) All information contained in the data bank 6 on such day shall continue to be contained in the 7 data bank, subject to section 402A of the Public 8 Health Service Act (as added by subsection (a) of 9 this section) or other applicable provisions of law.
- 10 (d) Conforming Amendments.—Chapter V of the 11 Federal Food, Drug, and Cosmetic Act (21 U.S.C. 351 12 et seq.) is amended—
- 13 (1) in section 505(i), by adding at the end the 14 following paragraph:
- 15 "(5) The provision of an exemption under paragraph
- 16 (1) is subject to section 402A(e)(4) of the Public Health
- 17 Service Act (relating to a data bank on clinical trials).";
- 18 and
- 19 (2) in section 520(g), by adding at the end the 20 following paragraph:
- 21 "(8) The provision of an exemption under paragraph
- 22 (2)(A) is subject to section 402A(e)(4) of the Public
- 23 Health Service Act (relating to a data bank on clinical
- 24 trials).".

1 SEC. 3. REPORTS.

- 2 (a) Implementation Report.—Not later than one
- 3 year after the date of enactment of this Act, the Secretary
- 4 of Health and Human Services (referred to in this section
- 5 as the "Secretary") shall submit to the appropriate com-
- 6 mittees of the Congress a report on the status of the im-
- 7 plementation of the requirements of the amendments
- 8 made by section 2 that includes a description of the num-
- 9 ber and types of clinical trials for which information has
- 10 been submitted under such amendments.

11 (b) Data Collection.—

- 12 (1) IN GENERAL.—The Secretary shall request
- the Institute of Medicine to enter into a contract
- with the Secretary for the conduct of a study con-
- cerning the extent to which information submitted to
- the data bank under section 402A of the Public
- Health Service Act (as added by section 2(a)) has
- impacted the public health.
- 19 (2) Report.—The Secretary shall ensure that
- 20 the contract under paragraph (1) provides that, not
- later than six months after the date on which a con-
- tract is entered into, the Institute of Medicine will
- submit to the Secretary a report on the results of
- 24 the study under such paragraph, and that the report
- 25 may include any recommendations of the Institute
- for changes to the program carried out under the

- 1 section referred to in such paragraph that the Insti-
- 2 tute considers appropriate to benefit the public

3 health.

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